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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Safety and security of humanitarian personnel and protection of United Nations personnel

Report of the Secretary-General

Summary

The present report was prepared in response to General Assembly resolution 71/129 and provides an overview of the global security environment, current security threats and their impact on United Nations personnel and the United Nations response to those challenges. The report contains an analysis of emerging security trends and their implications for United Nations personnel. It highlights the efforts of the Department of Safety and Security to respond to the rising demand for security services. The report concludes with observations and recommendations for consideration by the Assembly.

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I. Introduction

1. In resolution 71/129, the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-second session, a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution. It also requested that the Secretary-General include in his report an assessment of the impact of safety and security risks on such personnel and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from January 2016 to June 2017. It gives an overview of the global security environment, current security threats, risks and challenges facing United Nations personnel,[1] the Organization's response to those threats and the strategic challenges faced by the Organization, and concludes with proposals for ways forward.

II. Security threats against United Nations personnel

A. Global security environment

3. The global security environment has become increasingly complex. It is unlikely to improve in the near future while the overall social, political and economic factors underpinning insecurity persist.

4. Although millions of people have been lifted out of poverty, tempering the socioeconomic conditions in which instability thrives, the number of conflicts is on the rise and they are lasting longer. This has had a devastating impact on civilian populations, which have been affected by violence, widespread destruction of infrastructure and loss of essential services, and has contributed to the greatest global migration crisis since the Second World War. By the end of 2016, some 130 million people required emergency assistance for their survival and protection, almost 200 per cent more than a decade earlier.[2]

5. A lack of political solutions, fuelled by deep international or regional divisions has continued to worsen the security conditions in protracted conflicts. In some areas, food insecurity and natural disasters have had an impact on communities that were already vulnerable, owing to poverty, isolation or inequality. Today, armed conflict, terrorism and organized crime are increasingly interconnected, while political discontent continues to manifest itself in civil unrest, creating multifaceted and complex threats. In conflict areas, humanitarian personnel are facing severe constraints, including restrictions on movement, intimidation and direct attacks through aerial bombing or indiscriminate firing in complete disregard of the fundamental tenets of international humanitarian law. The level of violence

[1] For the purposes of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent. According to the database of the United Nations Security Managers Information Network, the United Nations security management system is responsible for approximately 180,000 personnel.

[2] Office for the Coordination of Humanitarian Affairs, annual report 2016, available from www.unocha.org/sites/unocha/files/2016ochaannualreport.pdf.

affecting medical personnel and facilities has been particularly alarming (see S/2017/414). These factors are placing an extraordinary strain on the United Nations and on the humanitarian community to conduct operations and deliver programmes to provide relief and support in dangerous and complex environments.

6. In addition, new areas of the world have been affected by dramatic security developments. In South America, violent protests took place amid deteriorating economic conditions, and some countries also registered a spike in violent crime. In Western Europe, a string of terrorist attacks revealed the durable nature of the extremist threat, exacerbated by inequality and ideology. In West Africa, while political and institutional reforms have improved the environment, creating the conditions for the departure of peacekeeping missions, the region remains fragile and susceptible to extremist attacks, as demonstrated in Burkina Faso and Côte d'Ivoire. Extremist groups continue to target vulnerable areas where government control remains unsteady, creating new demands in remote places, such as the Lake Chad basin. In some areas of South-East Asia, domestic and transnational violent extremist groups have maintained a firm foothold, while protracted local conflicts continue to translate into the movement of populations amid the threat of natural disasters.

7. Despite setbacks, extremist groups maintain a broad operational reach around the world as they adapt to international pressure. Islamic State in Iraq and the Levant (ISIL), Al-Qaida and their affiliates continue to pose an acute threat globally. Al-Shabaab and Boko Haram remain serious regional threats in parts of Africa despite sustained military operations. While ISIL recently lost significant territorial control, it has demonstrated resilience by moving fighters to other areas of conflict or returning them to their countries of origin and through the blurring of associations between groups. This manifested itself in multiple terror attacks in a number of countries in Europe and Africa. The attacks carried out in places of worship or other public spaces or populated venues, such as streets, health facilities, hotels, concert halls, subways and airports, were aimed at maximizing casualty numbers and stoking fear locally and globally. While some of those attacks were of a sophisticated nature, many were not, and yet had a significant impact, as terrorist groups encouraged their followers to employ a wide range of methods, including using knives, ramming vehicles into pedestrians, carrying out office intrusions and armed assaults, detonating vehicle-borne and person-borne improvised explosive devices, kidnapping and hostage-taking.

8. In a concerning development, ISIL recently resumed inciting its followers, through its propaganda, to carry out attacks on international diplomatic facilities and staff. While there had been a notable lack of propaganda against the United Nations between 2009 and 2016, ISIL has re-established the Organization as a target through its social media outlets.

B. Security incidents affecting the United Nations security management system[3]

1. Types of incidents and their impact on United Nations personnel

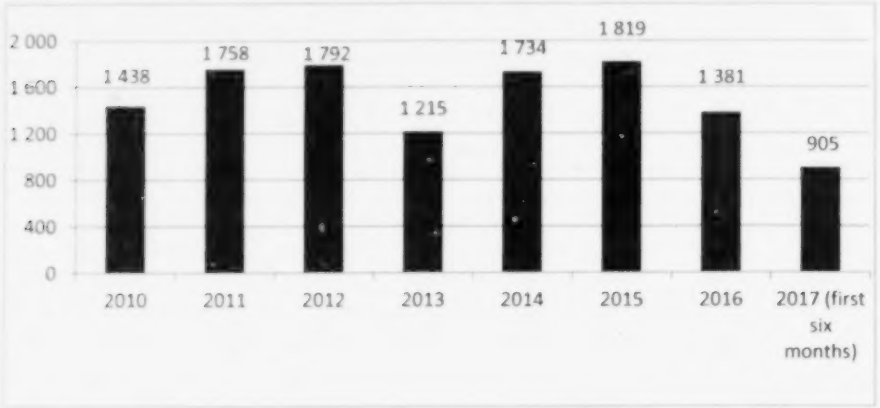
Direct attacks against United Nations personnel, premises and assets

9. Overall, incidents related to security and safety affected 1,381 United Nations personnel in 2016, compared with 1,819 in 2015 (see figure I). This figure was

[3] The United Nations security management system comprises all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations for the purposes of security.

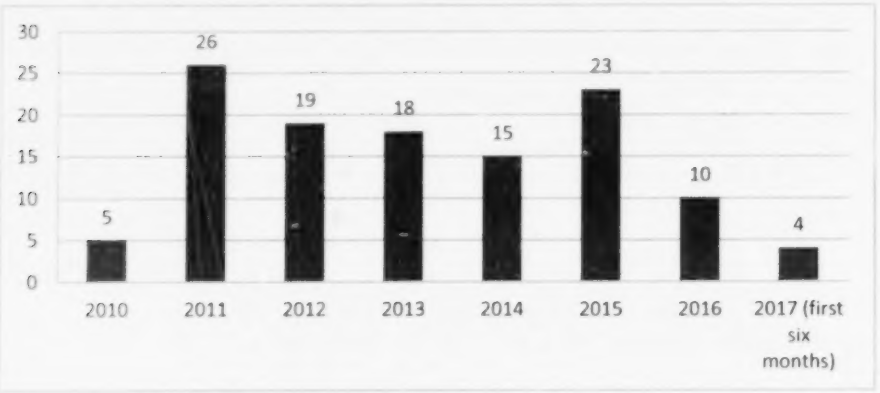
lower than the average number of personnel affected annually over the period from 2010 to 2016 (1,591).

Figure I
United Nations personnel affected by safety and security incidents



10. A total of 10 United Nations civilian personnel lost their lives as a result of direct acts of violence in 2016, compared with 23 in 2015 (see figure II). Seventy United Nations personnel were injured as a result of acts of violence in 2016, compared with 99 in 2015, which is the lowest figure for United Nations civilian casualties in the past five years (see annex I), despite an increased number of United Nations personnel operating in complex security environments. However, in the first six months of 2017, four United Nations personnel, including two members of a group of experts, lost their lives as a result of violence.

Figure II
United Nations personnel fatalities as a result of violence

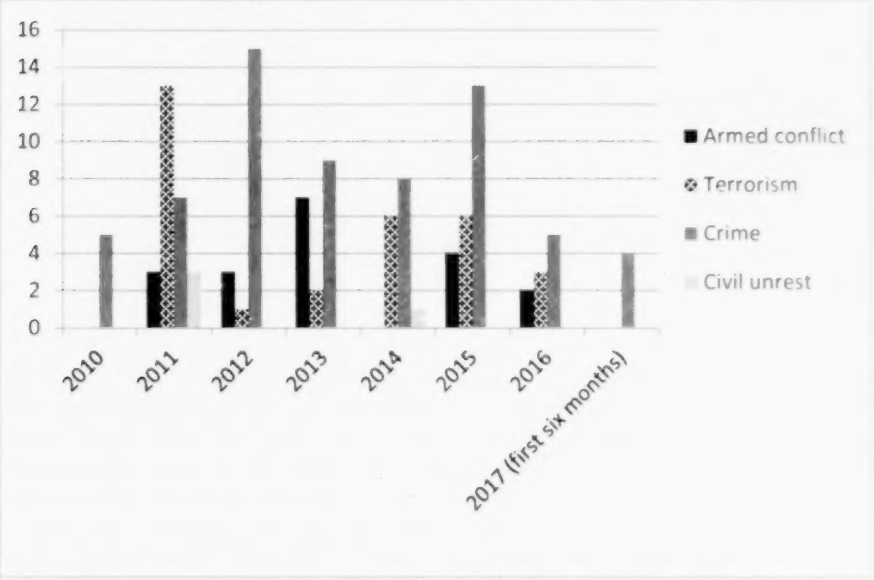


11. In contrast, the number of direct attacks against United Nations premises increased substantially in 2016. There were 56 attacks against United Nations premises in 2016, compared with 35 in 2015. Those attacks took place mainly in the Central African Republic, Haiti, Mali and South Sudan. In addition, the number of attacks against United Nations official vehicles remained high, with 146 in 2016, compared with 155 in 2015 (see annex II). The majority of those attacks occurred in Afghanistan, the Sudan (Darfur) and Yemen.

12. The decrease in United Nations casualties despite a high rate of attacks and continued insecurity is a positive development. In January 2016, an explosion adjacent to United Nations accommodation in Kabul was the deadliest attack in that city since 2011. However, notwithstanding the major infrastructure impact, there were no serious injuries among United Nations personnel. In June 2017, in Libya, a rocket-propelled grenade was launched at a United Nations convoy. No casualties were sustained thanks to the use of armoured vehicles and the timely application of immediate response procedures. While many factors play a role, these examples show the growing effectiveness of security policies, measures and procedures. Although this progress may be tenuous and reversed easily, it validates the importance of the collective efforts made by United Nations system organizations to strengthen the key aspects of security management.

13. In 2016, crime remained the main cause of security-related fatalities and injuries among United Nations personnel. Of the 10 fatalities due to violence in 2016, five personnel lost their lives as a result of criminal acts, three were killed in extremist attacks and two lost their lives as a result of armed conflict (see figure III and annex III).

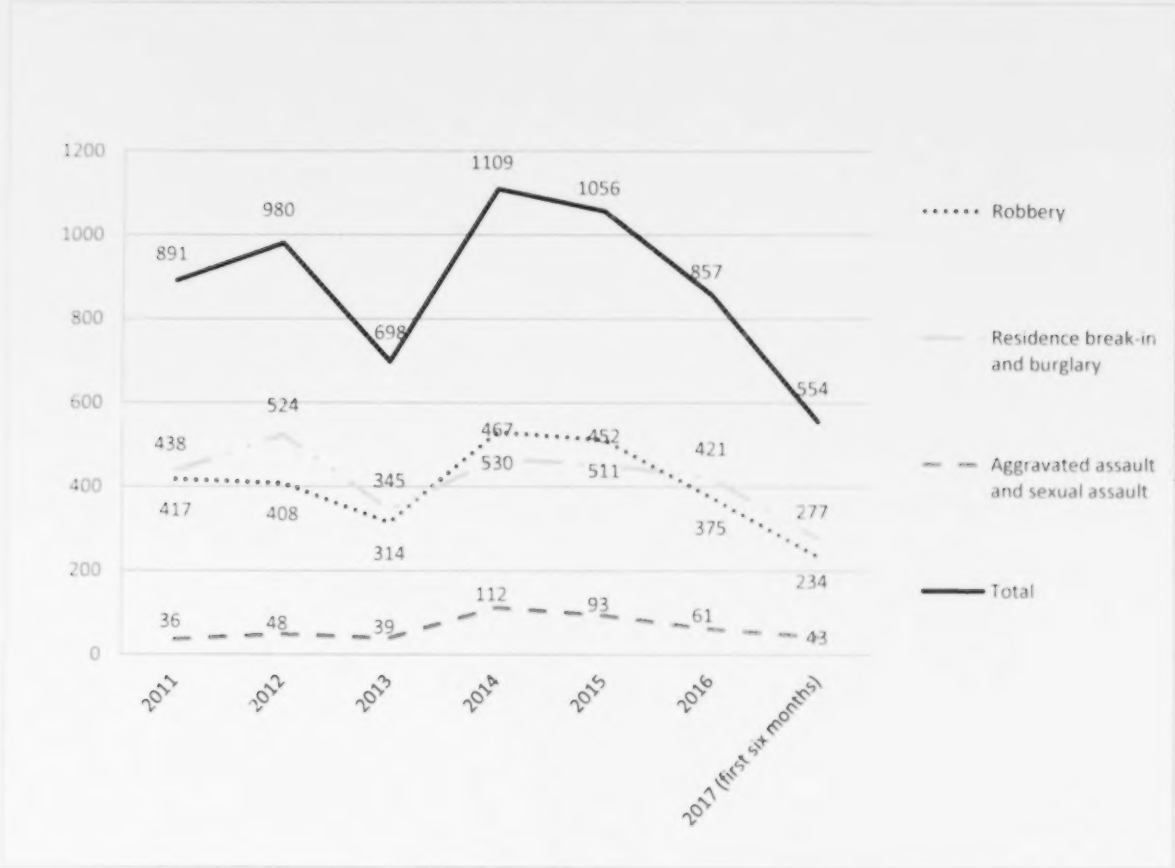
Figure III
United Nations personnel fatalities by category of threat



Crime

14. Although the number of criminal acts targeting United Nations personnel has decreased steadily since 2014 (see figure IV), crime continues to be the main cause of personnel fatalities resulting from acts of violence. In the past five years, an average of 57 per cent of United Nations personnel fatalities was attributable to violent crimes. From January to June 2017, 554 personnel reported being affected directly by crime, which suggests that the figure for the whole year will be similar to that for 2016.

Figure IV
United Nations personnel affected by crime, by category



15. Of the 1,381 United Nations personnel affected by security incidents in 2016, 857 (62 per cent) were victims of criminal acts: robberies, residence break-ins, burglaries and aggravated and sexual assault (see figure IV and annex III). In areas of high criminality, designated officials can apply residential security measures for their international personnel. In addition, the Inter-Agency Security Management Network completed a review of the residential security provisions of locally recruited personnel and made recommendations to support them through training and assessments.

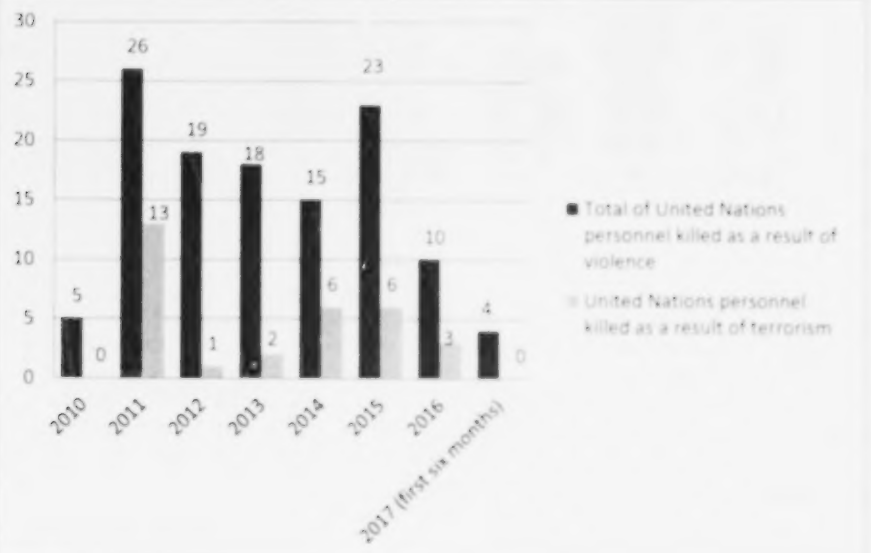
Terrorism

16. In the past five years, the number of United Nations personnel fatalities resulting from terrorist violence has held steady. Casualties resulting from terrorism were down to three in 2016, with fatalities occurring in Côte d'Ivoire and Somalia. During the first six months of 2017, there were no reported deaths of United Nations personnel as a result of terrorism. A single security incident, however, can dramatically reverse such a trend, as demonstrated in Abuja in 2011 (see figure V).

17. One member of United Nations personnel was killed and another injured in an attack in Côte d'Ivoire on 13 March 2016 that claimed the lives of 18 people. In June 2016, an attack using a vehicle-borne improvised explosive device launched by a member of Al-Shabaab at a restaurant in Mogadishu resulted in the deaths of

15 people, including one locally recruited member of United Nations personnel. United Nations personnel were also present during attacks in Mali on 18 June 2017 and in Burkina Faso on 15 January 2016, but escaped uninjured.

Figure V
United Nations personnel fatalities resulting from terrorism

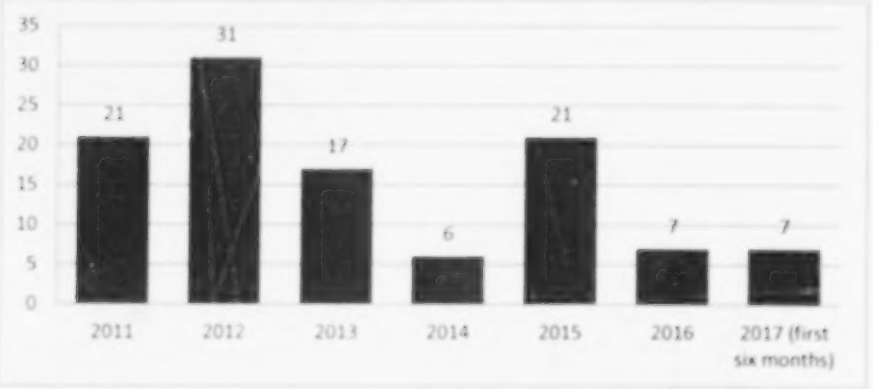


18. In a worrying development, complex attacks with multiple vehicle-borne improvised explosive devices are being combined with increasing loads of explosives. In July 2016, two such devices were detonated in close proximity to the international airport in Mogadishu, resulting in the death of one member of United Nations personnel and injuries to two others. In May 2017, a vehicle containing a large amount of explosives killed some 90 people and destroyed buildings in the diplomatic quarter in Kabul. The United Nations premises withstood the attack as a result of the security enhancement that had been carried out after an incident at the compound of the Office of the United Nations High Commissioner for Refugees in Kabul in January 2016. Continuous investment in physical security measures, multidimensional risk-management measures, threat analysis and training are indispensable to continue to prevent and lessen the impact of terrorist violence, which is constantly evolving.

Abduction of United Nations personnel

19. In 2016, seven United Nations personnel were victims of abduction incidents that developed into hostage situations (see figure VI), representing a substantial decrease compared with 2015, when 21 personnel were abducted. Five of the seven United Nations personnel abducted in 2016 were locally recruited and all were men. In the first six months of 2017, seven personnel were abducted, which indicates that the total number of abductions in 2017 may be higher than in 2016.

Figure VI
Abductions of United Nations personnel



20. The Department of Safety and Security, together with the United Nations security management system organizations, continues to make efforts to prevent abductions through enhanced security-risk management. The United Nations has established policies in cases of abduction, which include negotiations and denying ransom payments to captors. The release of hostages is attributed to the hostage management capacity established within the United Nations security management system and to the support of Member States.

Intimidation and harassment

21. During the past five years, the number of incidents of intimidation and harassment of United Nations personnel peaked in 2015. Since then, the number has been decreasing steadily, from 405 reported cases in 2015 to 231 in 2016 (see annex I). This may be attributed to the decrease in incidents linked to the initial deployment of peace missions to new areas, which is when most such incidents take place.

Safety-related incidents and road traffic incidents

22. In 2016, 11 United Nations personnel lost their lives and 93 were injured as a result of safety-related incidents, compared with 16 and 130 in 2015, respectively (see annex I). Of those, 9 United Nations personnel were killed and 86 were injured in road traffic accidents (see annex III). Three United Nations personnel lost their lives in accidents involving official United Nations vehicles and six died in traffic accidents involving the use of private vehicles and public transportation.[4] Of the 86 personnel who were injured in road traffic accidents, 19 were in incidents involving official United Nations vehicles and 67 were in incidents involving private vehicles and public transportation.

23. In addition, 42 persons not affiliated with the United Nations died and 371 others were injured as a result of traffic accidents involving United Nations vehicles. The United Nations has developed an internal road safety strategy, which is aimed at reducing the number of road traffic accidents by 50 per cent by 2020, in line with the objectives of the Decade of Action for Road Safety.

[4] Of the nine reported fatalities as a result of road traffic accidents, two United Nations personnel died in safety-related incidents while on private travel, including one staff member who died in an aviation accident.

Arrest and detention of United Nations personnel

24. In 2016, 102 United Nations personnel were arrested and detained by national authorities of Member States, compared with 69 in 2015 (see annex I). This represents a significant increase of 48 per cent. A further 53 personnel were arrested during the first six months of 2017. At the time of reporting, 29 United Nations personnel remained in detention. Most of the arrests were related to violations of national laws, including road traffic violations.

Gender-related security incidents

25. Female personnel represent approximately 40 per cent of all United Nations personnel in the field. In 2016, female United Nations personnel accounted for 37 per cent of all security incidents (see annex III), indicating that security incidents affect male and female personnel in an almost equal proportion. There was a marked rise in the number of sexual assaults of United Nations personnel recorded in 2016 (17) and the first six months of 2017 (19). The majority of personnel affected by sexual assault in 2016 were women (71 per cent).

26. In view of the rising number of reported incidents of sexual harassment and sexual violence, the United Nations security management system and broader humanitarian and development community continued to take action to address the prevalence of sexual harassment and violence in the working environment and foster the conditions for the reporting of such incidents. There were no reported incidents affecting lesbian, gay, bisexual, transgender and intersex personnel. Training for security officers is beginning to improve their knowledge and capacity to identify these types of crimes and the particular vulnerabilities that such personnel may experience in some areas.

2. Security of locally recruited United Nations personnel

27. Locally recruited personnel comprise 66 per cent of the United Nations personnel affected by safety and security incidents. While their larger presence in the field, as compared with internationally recruited personnel, has traditionally explained the larger number of incidents affecting them, in 2016, both internationally and locally recruited personnel faced a similar ratio of attacks. In 2016, 90 per cent of the United Nations personnel who were killed were locally recruited. They were also affected to a greater extent than their internationally recruited colleagues by arrest and detention, abduction and assault. International personnel were, however, affected to a greater extent than locally recruited personnel by burglary, residence break-in, intimidation, harassment and robbery. The United Nations needs to take a system-wide approach to supporting the specific needs of locally recruited personnel.

3. Impact of the global security environment on United Nations programmes

28. The perilous security environment challenges the organizations of the United Nation system in a variety of ways. First and foremost, it places serious pressure on the United Nations personnel who are based in dangerous locations and their families. In the past five years, the number of non-family duty stations increased by almost 30 per cent, while the number of locations with danger pay increased by more than 40 per cent. United Nations personnel have to demonstrate incredible resilience as they are exposed to physical, medical and psychosocial challenges. This is especially true for locally recruited personnel, who are, in some cases, particularly exposed, while ensuring the continuity of United Nations programmes.

29. The present security environment has driven up security costs, putting pressure on budgets, which have already been tightened. While there has been a steady increase in donor funding for humanitarian assistance, commensurate with the unprecedented humanitarian needs across the globe, funding for security remains inadequate. Security funding should be considered part of programme delivery costs, not an administrative overhead, in order to ensure that there are adequate security resources to enable programme delivery in environments with elevated security risks.

30. Lastly, in response to the insecure environment, there is a need for innovative and effective approaches to security management and a collective approach by the United Nations security management system. This requires mainstreaming of security within programmes and the consistent involvement of United Nations staff and managers at all levels in security-related issues. It also requires a permanent and delicate balancing act between security risks and critical programmes. There is no simple remedy for a complex and dynamic security environment.

31. Despite these challenges, the United Nations finds ways to deliver in the most dangerous places. In conflict areas, the United Nations security management system has enabled programme delivery in capital cities, regional hubs and field offices. In Libya, where the United Nations is now preparing for the full return of United Nations personnel, more than 400 field missions have been facilitated to areas of high risk. In remote areas where populations are in dire need of assistance, the World Food Programme has airdropped humanitarian supplies and developed a land and air rapid response mechanism to deliver aid in unstable environments.

Case study 1: Iraq

32. At the end of 2016, the United Nations was called upon to facilitate the return of civilians to the areas of Iraq formerly controlled by ISIL. The United Nations and its implementing partners conducted critical humanitarian operations and stabilization programmes, which allowed for the return of over 250,000 civilians. Nevertheless, more than 800,000 people who left Mosul after military operations began in October 2016 remain displaced. With the establishment of a humanitarian support cell in Erbil, the United Nations conducted more than 370 field missions, including 312 in high-risk and 58 in very high-risk areas in Mosul. The support cell focuses on supporting life-saving interventions, facilitating humanitarian access and rapid stabilization efforts, coordinating with host government security focal points and securing camps and emergency sites.

Case study 2: northern Nigeria

33. The humanitarian crisis in north-eastern Nigeria was among the world's largest in 2016, with several million people threatened by insecurity and a food crisis. More than 500 United Nations personnel are now deployed in Maiduguri, the epicentre of the crisis, to support the opening of five humanitarian hubs at satellite locations. This presence was maintained without interruption despite a complex attack on the city on 7 June 2017 and the doubling of the suicide bombing rate since March. The security of the humanitarian surge deployment personnel was achieved only through humanitarian funding that provided additional security professionals and equipment.

C. Security incidents affecting humanitarian personnel and other United Nations personnel

1. Impact of security threats on humanitarian personnel and non-governmental organizations

34. From January 2016 to June 2017, 51 personnel of non-governmental organizations (NGOs) working in close cooperation with the United Nations lost their lives as a result of acts of violence, and 145 were abducted, according to reports received by the Department of Safety and Security (see annex IV). The number of casualties increased from 41 fatalities in the previous reporting period.

35. According to the reports received, 77 NGO personnel were injured as a result of acts of violence in the reporting period, slightly fewer than in the previous period (82). A worrying upsurge in attacks on NGO vehicles seemed to continue, with 251 personnel reporting incidents of attacks on their vehicles, a slight increase from 230 reported incidents in the previous reporting period. This figure, however, is almost double the number of incidents in 2014 (129).

2. Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

36. Employing over 30,000 area personnel in five fields of operation, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) delivers a range of humanitarian assistance to 5.3 million Palestine refugees. In 2016, there was a slight increase in the number of UNRWA area personnel affected by security incidents (205, compared with 192 in 2015), with a rising proportion of the incidents resulting from interactions with dissatisfied beneficiaries (see annex V). Critical incidents took place in two of the five fields of operation, with four personnel fatalities as a result of violence and one member of personnel reported missing in 2016. There were no fatalities for the first half of 2017.

37. UNRWA area personnel are not covered by the United Nations security management system and, therefore, the security incidents that affected them are not included in the overall statistics contained in the present report. However, the number of security incidents involving UNRWA personnel is given separately to complete the overall description of the security environment for United Nations operations.

3. Comparison with peacekeepers

38. Peacekeepers[*] serving in United Nations missions, often on the front line of conflict, face similar types of threats to those encountered by United Nations civilian personnel. A total of 31 fatalities were recorded among peacekeepers in 2016, the same number as in 2015. The number of incidents almost doubled, with 186 incidents recorded in 2016, compared with 97 in 2015. Therefore, even though the number of fatalities held steady, the rate of casualties per incident fell, in a trend similar to the one observed during the reporting period for United Nations civilian personnel.

39. Across all 16 peacekeeping operations, the gravest threats to the security of peacekeepers included armed incidents, improvised explosive devices, landmines, explosive remnants of war, suicide attacks, ambushes, indirect fire and abductions.

[*] Peacekeepers are personnel of contingent troops and formed police units. They are not covered by the United Nations security management system.

III. Strengthening the security management system

40. To meet the challenges of operating in the complex and unpredictable global security environment, the Department of Safety and Security strives to enable the United Nations to conduct mandated programmes and activities safely and efficiently. In 2017, the Department has taken measures to enhance security risk management and strengthen support for field operations, with enhanced external and internal collaboration.

A. Enhancing security risk-management capacity for security decision makers

1. Strengthening security risk decisions

41. The programme criticality framework is a key aspect of decision-making on security risks, as reflected in General Assembly resolution 71/129. The framework allows for informed decisions on acceptable risk and enables the delivery of critical United Nations programmes in environments with a high threat level. In October 2016, the High-level Committee on Management approved the revised programme criticality framework as a United Nations system-wide policy. Its application is now mandatory in settings of high or very high security risk. The United Nations carried out programme criticality assessments and reviews in 22 countries during the reporting period.

2. Enhanced support to designated officials

42. In 2016, under the auspices of the Under-Secretary-General for Safety and Security, 110 designated officials, together with their senior security advisers and representatives of United Nations system organizations, participated in five regional workshops to enhance their understanding of the security policies and address operational concerns and challenges. The Department revised the handbook for designated officials, first issued in 2012, which offers practical, comprehensive and updated advice. In 2016, a total of 1,695 United Nations personnel involved in security decision-making completed the online Security Management Team course.

B. Reinforcing security risk-management strategies and the policy framework to enable United Nations operations in the field

1. Reinforcing the framework of safety and security policies

43. The Inter-Agency Security Management Network continues to strengthen the regulatory framework to guide and support security operations, policy development and decision-making for the United Nations security management system. During the reporting period, the Inter-Agency Security Management Network endorsed four security policies and eight guidelines. Among those, it approved amendments to the security risk management guidance to clarify the adoption and implementation of the security risk management measures and to replace the policy on minimum operating security standards.

44. In addition, United Nations security management system organizations completed the development of a United Nations system-wide approach to promote road safety in June 2017. Building on the Decade of Action for Road Safety (2011-2020), the appointment of the Special Envoy of the Secretary-General for Road Safety and the adoption of General Assembly resolution 70/260, the Inter-Agency Security Management Network endorsed a comprehensive road safety strategy

applicable to the entire United Nations system, with the support of specialists from the medical, fleet management and human resources sectors.

2. Effective use of specific security risk-management measures

45. In the light of increased attacks on United Nations premises worldwide, the physical security of United Nations premises is assessed and strengthened through the United Nations security management system, including for the protection of United Nations Headquarters, offices away from Headquarters, regional commissions and tribunals. During the reporting period, the Department conducted 26 physical security assessments and provided operational guidance for 59 specific United Nations locations. The Department conducted two specific training programmes on physical security and a third is scheduled to be held before the end of 2017 to enhance knowledge of physical security components and systems. All the relevant information, including lessons learned and best practices, is now accessible online.

46. In addition, the United Nations security management system invested in the protection of road movements through the acquisition of armoured vehicles. In the past five years, the Department has almost doubled the fleet of armoured vehicles, from 63 to 114 in 2017.

3. Training

47. Security training and raising awareness of security-related issues remain critical to further promoting a security culture among United Nations personnel. In collaboration with United Nations security management system organizations, the Department continues to develop training for all United Nations personnel and specific courses for security professionals and security decisions makers. Efforts are under way to develop an overarching training strategy. The Department is evaluating all training needs and identifying innovative, cost-efficient and sustainable methods to meet the high demand for training within limited resources.

48. The mandatory Basic Security in the Field and Advanced Security in the Field courses remain the fundamental security training required for all United Nations personnel. Each month, the Department generates an average of 10,000 certificates for these courses. For those operating in high-risk environments, the Safe and Secure Approaches in Field Environments programme is an essential risk-management measure. Since its inception in 2007, more than 62,400 United Nations personnel have received the training through 2,325 courses run at 66 duty stations.

49. During the reporting period, a total of 888 security professionals attended face-to-face security training programmes, often delivered in collaboration with United Nations organizations. A total of 864 United Nations personnel completed the course for first responders on using the emergency trauma bag.

4. Enhancing situational awareness and threat and risk analysis

50. Improving United Nations situational awareness and threat and risk analysis remains a core priority of the Department to address the dynamic and erratic security environment. The Department has undertaken specific steps to improve its analytical services to the United Nations security management system. In 2017, within its existing resources, the Department initiated a project to consolidate data collected by United Nations system entities to enhance strategic forecasting and data visualization. In September 2017, the Department will commence a comprehensive training initiative on strategic analysis warning techniques, which will focus on early warning and analysis of violent and unstable environments for senior decision makers. In order to improve the quality of analysis in relation to

specific threats, the Department has published guidance on security analysis process and practice, which is accessible to all security professionals.

C. Flexibility and efficiency in support of United Nations field operations

1. Surge deployments and internal realignments

51. The Department continued to use surge deployments to meet a rise in demand to support operations and programmes worldwide and to respond to rapidly evolving crisis situations. In response to security emergencies and crises globally, the Department deployed 50 surge officers to 19 countries, for a total of 5,500 days in 2016, and 51 surge officers to 14 countries, for a total of 4,300 days in the first six months of 2017. This is almost a 10-fold increase over surge deployment in 2014.

52. Given its coverage of more than 170 countries, the Department is constantly reviewing the deployment of personnel to fit the needs of the operations, taking into account their complexity. Between 2014 and 2017, 72 security posts (24 per cent of the total field capacity) were reassigned. In 2017, following a comprehensive study, six new redeployments were decided upon and additional medium-term measures were recommended, including the further regionalization of positions and the establishment of national security positions. Although, to date, the Department has successfully met increased demand and responded to crises through efficiency and flexibility, the growing demand far outstrips the existing resource capacity and the current situation is therefore not sustainable over the longer term.

2. Integration of the security resources of the Secretariat

53. The integration of the security resources of the Secretariat remains a top priority and great progress has been made in that regard. The Under-Secretary-General for Safety and Security, who has the primary management responsibility for the safety and security personnel and assets of peacekeeping operations and special political missions, is establishing benchmarks and standards for all Secretariat safety and security operations. Efforts are under way to facilitate an integrated security job network, in which all Secretariat safety and security personnel will operate within the same policy and administrative framework. Significant milestones have included the development of guidelines and interdepartmental guidance on the operational control and management of protective services in March 2017. Moreover, the Department has conducted a review of policies and procedures relating to protective services to ensure the smooth integration of protection officers and protective operations. The integration programme is expected to be completed in early 2018.

3. Human resources strategy for security personnel

54. In line with the management reform spearheaded by the Secretary-General, the Department launched its human resources strategy in July 2017. The strategy outlines the Department's plan to further strengthen security management capacity by enhancing the skills and expertise of its workforce to fit the changing security environment while ensuring effectiveness and efficiency. The strategy highlights the organizational culture and values that underpin the Department and its workforce, the career paths available, the core skills required at each level and for each category of personnel and the measures in place to support the professional development of its personnel.

4. Strengthening evaluation, best practices and compliance

55. In 2016, the Department developed new guidance on capturing lessons learned and best practices and made it available to all organizations of the United Nations system. The Department issued case studies on lessons learned from protective operations for non-United Nations officials and crisis management in integrated mission settings.

56. The Department also established an evaluation framework based on the norms and standards issued by the United Nations Evaluation Group[6] and conducted three evaluations of United Nations security programmes, identifying issues and making recommendations to improve processes and outcomes.

57. Recognizing that compliance with security policies is a fundamental requirement for the efficiency of the security management system, the Department called upon all United Nations systems organizations to ensure compliance with security decisions. In addition, the Inter-Agency Security Management Network is developing a comprehensive policy for a robust system for managing compliance.

D. Building external collaboration and enhancing internal coordination

1. Enhancing security collaboration between the United Nations and host Governments

58. Constructive relationships and engagement with host Governments remain key components of the United Nations security management system in view of the primary responsibility of host Governments for providing security and protection to United Nations personnel, premises and assets. The Under-Secretary-General for Safety and Security met host government authorities to ensure close collaboration through the sharing of situational awareness and threat and risk analysis, the coordination of prevention and risk mitigation measures and the management of security crises. In ensuring the security of United Nations Headquarters, offices away from Headquarters, regional commissions and tribunals, the Department coordinates closely with host country authorities on the protection of these premises. The Department coordinated 257 special events outside United Nations premises and ensured the security and safety of more than 177,000 participants in those events in close coordination with host government authorities.

2. Combating impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel

59. The United Nations continued to make every effort to engage host Governments in protecting United Nations personnel deployed on their territories and ensuring respect for the privileges and immunities of United Nations personnel. The Organization continues to encourage Member States to abide by relevant international instruments. To date, 93 States are parties to the Convention on the Safety of United Nations and Associated Personnel of 1994 and the Optional Protocol thereto of 2005. In addition, the Under-Secretary-General for Safety and Security visited 21 countries and held meetings with relevant security authorities. The Department is exploring ways to further strengthen cooperation with Member States on the protection of United Nations personnel.

60. In 2017, the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, finalized the internal mechanism

[6] The United Nations Evaluation Group is an inter-agency network that brings together the evaluation units of United Nations system organizations and affiliated organizations.

established to follow up with host Governments on the status of investigations into deaths of United Nations personnel as a result of violent acts. The victims of violence registry system is expected to be operational by the end of 2017.

61. Lastly, in close collaboration with the Office of the United Nations High Commissioner for Human Rights, the Department continues to enhance the awareness of security professionals on human rights principles and policies.

3. Strengthening partnerships with non-governmental organizations

62. The United Nations and NGO networks strengthen partnership and cooperation through the implementation of the revised Saving Lives Together framework. The number of NGOs, international organizations and other partners with Saving Lives Together focal points at Headquarters has doubled since 2013 to 150 at present. To foster better understanding and enhance the visibility of the framework and to increase outreach, focal points from the United Nations and NGO networks cooperate closely to address common country-specific issues. An NGO network representative led an extensive session on Saving Lives Together at a workshop for all the Chief Security Officers of peacekeeping and political missions, held in June 2017. The Department expanded the participation of NGO security managers in the United Nations security professionals' certification programme.

63. The improvements in collaboration and information-sharing facilitated the provision of support to NGOs, including assistance in the relocation and medical evacuation of personnel, when feasible. Further initiatives are under way to strengthen collaboration with NGOs, including the training of designated officials.

E. Focus on personnel

1. Duty of care

64. Following the submission in 2016 of the final report and recommendations of the Working Group on Duty of Care, led by the Under-Secretary-General for Safety and Security, the High-level Committee on Management established a system-wide task force to oversee the implementation of the recommended actions. The recommended measures to promote duty of care for United Nations personnel include pre-deployment packages for personnel, training and support for managers operating in high-risk environments, standards for working and living conditions for personnel in high-risk environments, strengthened medical and psychosocial services and improved communications.

2. Response to critical incidents

65. As a result of the targeted attacks against United Nations personnel while delivering programmes in high-risk environments, the number of personnel exposed to stress and critical incident stress has increased. From January 2016 to June 2017, the Department, in collaboration with United Nations system organizations, provided psychosocial support in relation to 107 incidents, including hostage-taking incidents, and delivered 6,293 counselling sessions in 30 countries. Limited resources led to a decrease in psychosocial services, which were provided to 12,143 personnel in the reporting period, compared with 16,134 in the previous period. Meanwhile, United Nations system organizations continue to exercise duty of care in providing support to personnel affected by critical incidents.

66. Moreover, the security clearance system provides a listing of all United Nations personnel on travel status, allowing the United Nations security management system organizations to fulfil their duty of care responsibilities by

contacting personnel who may have been affected by security incidents. In 2016, security clearance was granted for more than 3 million trips (about 250,000 a month).

3. Promoting gender considerations and inclusion

67. The United Nations is committed to addressing security challenges faced by all personnel, including lesbian, gay, bisexual, transgender and intersex personnel. In 2016, a United Nations security management system policy was promulgated on incorporating gender considerations into all aspects of security risk management and guidelines were issued on responding to gender-based security incidents. Moreover, the Department partnered with United Nations system organizations in the delivery of a training-of-trainers course on women's security awareness in more than 20 countries in 2017.

IV. Strategic challenges

68. Since its establishment in 2005, the Department of Safety and Security, together with United Nations system organizations, has made considerable progress in strengthening the United Nations security management system. Nevertheless, enabling United Nations operations in an increasingly complex security environment remains extremely challenging. Although the number of deaths resulting from violent attacks or other safety-related incidents was lower in 2016 than in 2015, the fast-paced changes in the security environment and the rising demand for security support are increasingly stretching current resources.

69. To do more within the existing resources, the Organization has made strides in adapting and fine-tuning its strategic approaches to respond effectively to the changing global security environment. To this end, the Department's strategic priorities have focused on the realignment of resources, workforce planning, the improvement of business processes and the review of funding arrangements. To achieve the most effective and efficient use of the Organization's safety and security resources, the Department has identified a number of priority areas, including the integration of Secretariat security resources, the realignment of security operational resources, the implementation of the departmental human resources strategic framework, the delivery of security training, the better use of technology and innovations and the revitalization of the trust fund for security of staff members of the United Nations system.

70. While the Department continues to review and improve its resource management, there is a continuous need to ensure adequate resources that correspond with the rising security demands to enable mandated operations. Although the Department enables operations, including humanitarian activities, through its services to the United Nations security management system, there has not been a commensurate increase in security funding, in contrast with the significant increases in funding for humanitarian life-saving programmes.

71. In collaboration with the United Nations security management system organizations, the Department will continue to work with Member States to ensure adequate and predictable resources in response to the increased security-related needs. The Organization encourages all Member States to fund security as a programme delivery cost and to contribute to the trust fund with a view to supporting the efforts of the Department of Safety and Security to meet its mandate.

V. Observations and recommendations

72. Global insecurity shows no sign of abating in the near to medium term. Amid armed conflicts and in volatile security contexts with complex threats and hazards, United Nations personnel continue to risk their lives and well-being in fulfilling United Nations humanitarian, sustainable development, human rights, and peace and security mandates. The international community continues to call upon the United Nations to be present in the most dangerous places in the world. With the mandate to deliver programmes in unprecedentedly challenging environments, the United Nations is facing increasing pressures on its overly stretched resources to protect its personnel and premises across the globe.

73. In the past 18 months, 28 United Nations personnel and more than 51 NGO humanitarian personnel lost their lives while carrying out programmes to save the lives of the most vulnerable. I am deeply saddened by these deaths and wish to express my sincere condolences to the families of those personnel. I condemn, in the strongest terms, all forms of crime and violence against United Nations personnel. The safety and security of United Nations personnel remains my first priority. Meanwhile, the Organization is continuing to rethink its security management strategies and has undertaken multidimensional innovative approaches that require continued support from all Member States.

74. The increase in direct attacks targeting the United Nations poses the gravest concern. During the reporting period, United Nations premises and vehicles came under direct attack 293 times. The number of attacks on United Nations premises rose, once again, to 56 attacks in 2016, making it the worst year on record for such attacks. Moreover, locally recruited and female personnel were particularly vulnerable to certain types of security and safety incidents. The steady rise in the number of reported gender-based incidents against United Nations female personnel merits particular attention. The Organization has a duty to support those who are most exposed to security risks and has a special responsibility towards its locally recruited personnel.

75. The number of deaths resulting from violent attacks or other safety-related incidents, however, declined from that in the previous years. This points to the overall effectiveness of United Nations safety and security programmes, including security risk management, training, policies and operations.

76. These positive developments, achieved despite an increasingly challenging security environment, can be sustained only through predictable and adequate resources for United Nations security programmes and operations. Security is an integral part of all United Nations programmes, not an administrative cost. Programme and donor funding must include security as a programme delivery cost, at a level that reflects the associated security risks.

77. Meanwhile, the Organization continues to realign its resources, including through the integration of the security resources of the Secretariat under the authority of the Under-Secretary-General for Safety and Security and in collaboration with relevant departments of the Secretariat. The continued support of Member States is vital to this integration effort.

78. The protection of United Nations personnel and humanitarian personnel is the collective responsibility of the international community. I call upon Member States to take all necessary measures to ensure the safety and security of United Nations personnel and humanitarian personnel. It is imperative that

all actors respect the inviolability of United Nations premises. This is essential for the continuation and successful implementation of United Nations operations. The primary responsibility of host Governments for the protection of United Nations and humanitarian personnel, in accordance with the relevant international legal instruments, cannot be overemphasized.

79. **Impunity in cases of crimes committed against United Nations personnel and humanitarian personnel remains a serious cause for concern. Host Governments and their relevant national authorities are urged to take timely adequate action to bring to justice those perpetrators who have committed crimes against United Nations personnel and humanitarian personnel. The United Nations relies on Member States to investigate all crimes and acts of violence committed against United Nations personnel within their jurisdictions. Moreover, I urge Member States to take action against all unlawful detentions or arrests and obstruction to the freedom of movement of United Nations personnel and humanitarian personnel.**

80. **I recommend that the General Assembly remain engaged on the issue of the safety and security of United Nations personnel and continue to provide full support to the United Nations security management system.**

Annex I

United Nations personnel affected by safety and security incidents

Category of safety and security incidents	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017 (first six months)*
Fatalities resulting from acts of violence	26	19	18	15	23	10	4
Fatalities resulting from safety-related incidents	44	15	10	15	16	11	3
Injuries resulting from acts of violence	145	112	82	65	99	70	29
Injuries resulting from safety-related incidents	166	209	144	101	130	93	58
Abduction	21	31	17	6	21	7	7
Robbery	417	408	314	530	511	375	234
Residence break-in	20	31	23	37	72	105	71
Aggravated assault	31	44	35	104	81	44	24
Sexual assault	5	4	4	8	12	17	19
Burglary of residence	418	493	322	430	380	316	206
Intimidation	224	209	81	149	228	150	132
Harassment	46	52	27	146	177	81	65
Arrest and detention	195	165	138	128	69	102	53
Total	**1 758**	**1 792**	**1 215**	**1 734**	**1 819**	**1 381**	**905**

Annex II

Attacks on United Nations premises and official vehicles

Category of security incident	2014	2015	2016	2017 (first nine months)
Attacks on United Nations premises	9	15	56	22
Attacks on United Nations vehicles	45	155	146	69
Intrusions into United Nations premises	26	129	90	44
Total	**80**	**299**	**292**	**135**

Annex III

United Nations civilian personnel affected by security incidents in 2016

Category of security incident	Number of personnel affected	International staff affected	Locally recruited staff affected	Male	Female	Number of countries	Circumstances of security incident
Fatalities resulting from acts of violence	10	1	9	8	2	5	Armed conflict (2); terrorism (3); crime (5)
Fatalities resulting from safety-related incidents	11	2	9	9	2	9	Road traffic accident (9); other safety-related incident (2)
Injuries resulting from acts of violence	70	24	46	51	19	22	Armed conflict (1); terrorism (22); crime (46); civil unrest (1)
Injuries resulting from safety-related incidents	93	33	60	54	39	43	Road traffic accident (86); other safety-related incident (7)
Abduction[a]	7	2	5	7	0	5	All United Nations personnel were released
Robbery[b]	374	157	218	179	196	46	
Residence break-in[c]	105	58	47	58	47	28	
Aggravated assault[d]	44	2	42	42	2	17	
Sexual assault	17	7	10	5	12	12	
Burglary[c]	316	101	215	219	97	64	
Intimidation[e]	150	43	107	88	62	44	
Harassment[f]	81	38	43	52	29	29	
Arrest and detention[g]	102	6	96	93	9	21	
Total	**1 581**	**474**	**907**	**865**	**516**		

[a] Act of restraint through the use of or the threat of use of force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

[b] Act or instance of unlawfully taking property through the use of violence or the threat of use of violence.

[c] Unauthorized and forceful entry with intent to commit a felony or crime aggravated by use of force or physical assault.

[d] Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

[e] Unauthorized and forceful entry with intent to commit a felony or crime.

[f] Act of making timid or fearful or of deterring by threats.

[g] Act of systematic or continued, unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

[h] Acts executed by State actors.

Annex IV

Security incidents affecting personnel of non-governmental organizations, as reported to the Department of Safety and Security

Category of security incident	Number of personnel affected		
	1 January 2014–30 June 2015	1 January 2015–30 June 2016	1 January 2016–30 June 2017
Personnel who lost their lives as a result of acts of violence	92	41	51
Personnel injured as a result of acts of violence	84	82	77
Abducted personnel	167	47	145
Armed attacks on premises	43	23	17
Intrusion into premises	71	218	128
Armed attacks on vehicles	129	230	251
Lost vehicles	45	[a]	[a]
Other unspecified critical incidents	[a]	[a]	[a]
Total	**631**	**641**	**669**

[a] Not previously recorded.

Annex V

Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Category of security incident	Number of area personnel affected		
	2015	2016	Mid-2017
Fatalities resulting from acts of violence	0	4	0
Fatalities resulting from safety-related incidents	0	0	0
Injuries resulting from acts of violence	15	8	3
Injuries resulting from safety-related incidents	6	2	0
Abduction	3	0	0
Robbery	9	11	4
Residence break-in	1	..	..
Aggravated assault	28	35	29
Sexual assault	2	2	0
Burglary of residence	0	..	..
Intimidation	75	75	50
Harassment	5	2	4
Arrest and detention	30	26	10
Missing personnel	0	1	0
Theft	..	5	1
Arson	..	0	1
Fire	..	3	0
Armed conflict	..	8	2
Explosive remnants of war	..	0	1
Vandalism	..	4	1
Road traffic accidents	..	6	1
Intrusion into United Nations premises	..	1	0
Others	..	12	0
Total	**192**	**205**	**112**

[a] Not previously recorded.